

AF UP Lessons Learned - By Status

Status Selected: Approved

Lesson #	Lesson Title	Installation	Impact	MAJCOM
AFCESA00001	Pre-Proposal Conference Preparation	TRD	AF Wide	AFCESA
AFCESA00002	Technical Library Preparation	TRD	AF Wide	AFCESA
AFCESA00003	Government Cost Estimate Development/Review	Dobbins	AF Wide	AFCESA
AFCESA00005	Ownership of Utilities - Preliminary UP Screening Process	Bolling	AF Wide	AFCESA
AFCESA00006	Source Selection Evaluation Team (SSET) Training	Schriever	AF Wide	AFCESA
AFCESA00008	IDS Electronic Source Selection Tool	TRD	AF Wide	AFCESA
AFCESA00009	RFP Clarification - Overhead to Underground Electric	TRD	AF-RFP Template	AFCESA
AFCESA00010	GCE Approval Process	TRD	AFCESA Only	AFCESA
AFCESA00011	Points of Demarcation (PoD)	TRD	AF-RFP Template	AFCESA
AFCESA00012	Including UP with MILCON Projects	Schriever	AF Wide	AFCESA
AFCESA00014	Minimizing Pictures/Graphics in Proposals	All	AF Wide	AFCESA
AFCESA00015	Loading Schedule B-2 into SPS	Patrick	AF Wide	AFCESA
AFCESA00016	Requirement to Submit UP Funding for Award	Bolling	AF-P&G	AFCESA
AFCESA00017	GCE Development	TRD	AF Wide	AFCESA
AFCESA00018	RFP Exceptions	TRD	AF-RFP Template	AFCESA
AFCESA00019	Price Proposal Clarification	TRD	AF-RFP Template	AFCESA
AFCESA00020	Initial Capital Upgrade Estimate Conflict	All	AF-RFP Template	AFCESA
AFCESA00022	Alternate Proposals	All	AF-RFP Template	AFCESA
AFCESA00023	Handling initial Capital Upgrades in the GCE	All	AF-RFP Template	AFCESA
ANG00001	Data Collection and Documentation	All ANG	AF Wide	ANG
ANG00002	Helping Bases Become More "Pro" Privatization	All ANG	AF Wide	ANG
ANG00003	Site Utility Maps	All	MAJCOM Only	ANG
ANG00004	RFP Complexity	All ANG	MAJCOM Only	ANG
ANG00005	Government Cost Model	All ANG	MAJCOM Only	ANG
ANG00007	ANG Lease Considerations	All ANG	MAJCOM Only	ANG

AF UP Lessons Learned - By Status

Status Selected: Approved

Lesson #	Lesson Title	Installation	Impact	MAJCOM
ANG00008	Direct Negotiation with Current Owners/Providers	All ANG	MAJCOM Only	ANG
ANG00009	Base Assistance	All ANG	MAJCOM Only	ANG

Status Selected: Under Review

Lesson #	Lesson Title	Installation	Impact	MAJCOM
AFCESA00004	Abandonment as an Alternative	Bolling	AF Wide	AFCESA
AFCESA00007	RFP Improvement for Small Installations	W.K. Kellogg	MAJCOM Only	AFCESA
AFCESA00021	Requirement to not pay until improvement is "put into useful service"	All	AF Wide	AFCESA

Status Selected: Disapproved

Lesson #	Lesson Title	Installation	Impact	MAJCOM
AFCESA00013	AFCESA PMs as Technical Evaluators	Selfridge	AFCESA Only	AFCESA
AFCESA00024	Reimbursement for utilities	All	AF Wide	AFCESA
AFCESA00025	Digging Permits	All	AF Wide	AFCESA
ANG00006	Pricing Database	All ANG	MAJCOM Only	ANG
ANG00010	Data Collection During Inventories	All ANG	AF Wide	ANG
ANG00011	Funding of Privatized Systems	All	MAJCOM Only	ANG

AF UP Lessons Learned - # AFCESA00001

Title: Pre-Proposal Conference Preparation

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: TRD

Category: Technical

Lesson Status: Approved

Sub-Category: PH3-Pre-Proposal

Issue/Concern:

Planning for the Pre-Proposal Conference.

Recommendation:

Based on the Pre-Proposal Conferences held at TRD, Maxwell/Gunter, and Ellington Field, the following are some suggestions on logistics and rules of engagement:

- 1) Set-up a process to answer questions (CO send out questions to the project team, have legal review questions/answers, provide draft responses to all parties, set-up telecon to discuss and finalize answers, CO issue amendment if required).
- 2) You don't have to answer all questions (refer questions to specific paragraph and don't paraphrase from RFP, refer to previous amendment if you get the same questions again)
- 3) Make sure the base has a conference room reserved and have the base experts available
- 4) Have base reserve transportation for the contractors
- 5) Review the RFP and know whats in it.
- 6) Do a dry run of the base tour ahead of time.
- 7) Set up a technical library early (spell out arrangements for viewing information, provide info on CD if possible, have copy machine available)
- 8) Start the meetings on time to avoid perception of favoritism.
- 9) Expect additional site visits.

For PM's - All this should be discussed and planned out during the Source Selection Authority Briefing (SSA) Trip. These items should be coordinated with the base UP POC, the CO, and the AFCESA PM.

Reference: For more detailed information on item #7, see Lesson # AFCESA00002

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 25-Aug-00

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-9768

LLRC Comments: 30 Mar 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00002

Title: Technical Library Preparation

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: TRD

Category: Technical

Lesson Status: Approved

Sub-Category: PH3-Site Visit

Issue/Concern:

Information to be included in the Base Technical Library was unclear and should be standardized to the extent possible at each installation.

Recommendation:

The Technical Library should have at the least the following information available:

- 1) System maps
- 2) Work order/Job order reports
- 3) Base plans
 - a) Base Comprehensive/General Plan
 - b) Disaster/Contingency Response
 - c) HAZMAT/Spill plans
- 4) Outage reports/Facilities Priority List
- 5) Historical information
 - a) Billing statements
 - b) Special events
- 6) Digging permit process
- 7) Generator/Transformer list
- 8) Studies related to the utility systems (Except UP studies)
- 9) Environmental information
 - a) PCB reports/EIAP/EBS
- 10) List of recently completed projects
- 11) List of required capital upgrades for each system

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 24-Aug-00

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-9768

LLRC Comments: 30 Mar 01 - Approved by the LLRC.

24 Aug 01 - Added items #10 and #11 to the list based on discussion held between AFCESA and ILEXO.

AF UP Lessons Learned - # AFCESA00003

Title: Government Cost Estimate Development/Review

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: Dobbins

Category: General

Lesson Status: Approved

Sub-Category: PH3-GCE

Issue/Concern:

When conducting the technical review of the Pathfinder Government Cost Estimates (GCE's), a revised process between HQ AFCESA and the A-E was recommended that needs to be implemented during the Non-Pathfinder projects.

Recommendation:

The process should be as follows:

- 1) A-E develops interim submittals for Inventory (T4), New Facilities (T5), and Unit Cost Database (UCD).
 - a) A-E submits interim version of T4, T5, and UCD to Government using the Certified Economic Analysis (CEA) Cost Model.
 - b) Government reviews T4, T5, and UCD, submits comments to A-E.
- 2) A-E develops and submits the draft GCE package.
 - a) A-E completes the Adjusted Status Quo O&M template and the GCE Supporting Data Template
 - b) A-E produces the GCE by completing the T2a (General Inputs), T3 (status Quo O&M Input), T4, T5, and UCD in the CEA cost model.
 - c) A-E submits draft GCE (CEA model, Adjusted Status Quo O&M Template, and GCE Supporting Data Template) and responses to Government interim review comments
- 3) Government GCE review and approval process
 - a) Government reviews GCE package
 - b) Government submission of consolidated comments to A-E
 - c) A-E to incorporate comment and provide responses
 - d) Teleconference to finalize GCE comments
 - e) A-E finalizes GCE and prepares for presentation at base

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: G. Onorato

Date Observed: 15-Feb-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6374

AFCESA POC: Onorato

Commercial Phone: 850-283-6374

LLRC Comments: 30 Mar 01 - LLRC reviewed and decided additional information was required. Mr Voight mentioned that a detailed gantt chart was available that could add more information.

30 May 01 - LLRC approved lesson with corrections.

AF UP Lessons Learned - # AFCESA00004

Title: Abandonment as an Alternative

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: Bolling

Category: General

Lesson Status: Under Review

Sub-Category: PH1-Project Plan

Issue/Concern:

Privatizing systems with little or no market value because of age and/or physical condition requires an alternate approach.

Recommendation:

For those systems that are ready for replacement and the current utility provider will install the new system, the existing system can be abandoned in place and removed from the base real property records. This is particularly useful for systems that are partially owned by the government and partially owned by the utility provider.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: F. Nehrings

Date Observed: 03-Jan-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6525

AFCESA POC: Nehrings

Commercial Phone: 850-283-6525

LLRC Comments: 30 May 01 - LLRC agreed that existing guidance and procedures needed to be researched and expanded for this lesson.

24 Aug 01 - LLRC decided this lesson needs to be re-written since the Bolling gas system has followed this process successfully.

AF UP Lessons Learned - # AFCESA00005

Title: Ownership of Utilities - Preliminary UP Screening Process

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: Bolling

Category: General

Lesson Status: Approved

Sub-Category: PH1-Project Plan

Issue/Concern:

Ownership of utilities is not thoroughly determined until later in the process.

Recommendation:

Early in the process establish with the real property records exactly who owns the utilities before proceeding. This situation has surfaced at installations to include Bolling, Cavalier, and many ANG bases.

Reference: See Lesson #ANG00001 for additional information and cross-referencing.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: F. Nehrings

Date Observed: 03-Jan-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6525

AFCESA POC: Nehrings

Commercial Phone: 850-283-6525

LLRC Comments: 30 Mar 01 - LLRC agreed this lesson needed to be further expanded and include the MAJCOM in the decision process.

30 May 01 - LLRC decided this lesson should be referenced to #ANG00001 and approved.

AF UP Lessons Learned - # AFCESA00006

Title: Source Selection Evaluation Team (SSET) Training

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: Schriever

Category: Contracting

Lesson Status: Approved

Sub-Category: PH3-Evaluation

Issue/Concern:

Training the SSET members before evaluation begins. At Schriever, the timeline was so compressed that the evaluation team did not receive adequate training for conducting evaluations

Recommendation:

Need to ensure the CO effectively plans for and trains the SSET members well before proposals are received.

Systems Involved: ☐ Electric ☐ Natural Gas ☐ Water ☒ Wastewater ☐ Other

Originator: J. Dupin

Date Observed: 25-Sep-00

Organization: 50 CONS/LGCA

DSN Phone: 560-4246

AFCESA POC: Wahl

Commercial Phone: 719-567-3456

LLRC Comments: 30 Mar 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00007

Title: RFP Improvement for Small Installations

Designator: Pathfinder

Impact: MAJCOM Only

Submitted By: AFCESA

Base: W.K. Kellogg

Category: Contracting

Lesson Status: Under Review

Sub-Category: PH3-RFP Issue

Issue/Concern:

The current RFP has been developed for larger installations where there is more profit potential for offereors to go after. The RFP demands numerous plans, that aren't necessarily on hand, that must be produced at substantial costs. These costs evidently make it unfeasible to make offers on minor ANG installations (or Air Reserve Stations) therefore we have received almost no offers on our minor ANG installations.

Recommendation:

Recommend that an RFP be developed that selects a source to submit a UP contract for the installation. The source selection would be based on Past Performance and Risk. Once a source is selected, it will submit a draft contract with associated costs. Negotiations are then held to finalize the contract and agree on a price. If the agreed on price doesn't meet DOD criteria, then UP actions will cease. Otherwise, a UP contract is let.

Reference: See Lesson #ANG00004 for additional information and cross-referencing.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: B. Lally

Date Observed: 10-Jan-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6135

AFCESA POC: Lally

Commercial Phone: 850-283-6135

LLRC Comments: 30 Mar 01 - Mr. Baker said he would discuss this lesson with USAF/ILEXO for further clarification.

30 May 01 - LLRC decided this lesson should be cross-referenced with Lesson #ANG00004.

AF UP Lessons Learned - # AFCESA00008

Title: IDS Electronic Source Selection Tool

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: TRD

Category: Contracting

Lesson Status: Approved

Sub-Category: PH3-Evaluation

Issue/Concern:

The TRD source selection team is one of the first to use this tool at remote locations. The team was given a two-day hands on training of the tool from IDS at the beginning of the process and then returned to their offices at their organizations to start evaluating proposals. During the first couple of weeks there were numerous troubleshooting calls made and coordination efforts with the team chief to get things running smoothly.

Recommendation:

Since this is a new procedure to an acquisition that has no track record, suggest future teams stay a few days longer after the hands on training with IDS and review one proposal in full to include obtaining consensus before returning to their duty station. There may be exceptions to this where there are limited number of systems/proposals vs. regional efforts and bases with multiple systems.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 20-Feb-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-9768

LLRC Comments: 30 Mar 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00009

Title: RFP Clarification - Overhead to Underground Electric

Designator: Pathfinder

Impact: AF-RFP Template

Submitted By: AFCESA

Base: TRD

Category: Technical

Lesson Status: Approved

Sub-Category: PH2-DRFP

Issue/Concern:

RFP language (specifically Attach J1 Electric Utility) needs clarification as to when/how the request for overhead to underground electric service will be handled. There was also some confusion as to how its related to the GCE.

Recommendation:

Clarify the language in paragraph titled "Specific Service Requirements" and refer back to paragraph C 11.2 (Capital Upgrades and Renewals and Replacements Plan) of the RFP. This is mainly an issue for AETC bases. This could have an impact on the GCE if not worded correctly in the RFP. The GCE should reflect the current inventory and include a one-for-one replacement cost for R&R.

Recommended wording for the RFP (Electrical J Attachments):

The contractor shall provide a proposal alternative as part of their capital upgrade and improvement plan to replace existing electrical overhead system equipment with new underground service unless to do so would cause the Contractor to violate any applicable law or regulation or would be inconsistent with sound utility operational practices.

For each project identified in paragraph C 11.2, the contractor shall provide the project scope and a lump sum cost estimate to provide underground electrical distribution with cost differences for each option, if any, clearly identified. The estimated project costs shall include the direct cost for labor, materials, equipment, supplies, and purchased services which may be burdened by applying standard administration, engineering, and supervisory overhead rate(s) and margins. It shall also include life cycle costs for operation and maintenance of the electrical distribution system for each option.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 11-Jan-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-6372

LLRC Comments: 30 Mar 01 - LLRC agreed to table this lesson and Mr. Page was going to expand the language to provide further clarification.

30 May 01 - LLRC approved lesson with corrections.

AF UP Lessons Learned - # AFCESA00010

Title: GCE Approval Process

Designator: Pathfinder

Impact: AFCESA Only

Submitted By: AFCESA

Base: TRD

Category: Technical

Lesson Status: Approved

Sub-Category: PH3-GCE

Issue/Concern:

The actual process to get the GCE initiated and achieve consensus from the base and Command needs to be clearly outlined.

Recommendation:

Suggested improvements to the process:

- 1) Send a letter to the base announcing this task and A-E visit.
 - 2) Prepare agenda describing objectives and data requirements.
 - 3) Make sure base has received Appendix J and has reviewed it before the meeting.
 - 4) At initial visit, provide overview brief of the GCE and make sure the points of demarcation and the inventory in the RFP is accurate.
 - 5) Outbrief the BCE after initial visit and provide a schedule of when the draft will be completed. Take minutes to document what items are still outstanding.
 - 6) During the second visit, go over data for all systems to be privatized, outbrief the BCE and develop a schedule for delivering the final estimate to the CO.
 - 7) Request A-E submit responses to comments on the draft before submitting the final estimate.
-

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 11-Jan-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-9768

LLRC Comments: 30 Mar 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00011

Title: Points of Demarcation (PoD)

Designator: Pathfinder

Impact: AF-RFP Template

Submitted By: AFCESA

Base: TRD

Category: Technical

Lesson Status: Approved

Sub-Category: PH2-DRFP

Issue/Concern:

During the DCAR review process and development of the government estimate, it was discovered that many systems did not have a clearly defined PoD for their supporting activities.

Recommendation:

Review the latest PoDs published in Version 5 of the ROW and ensure they are clear, the graphics are accurate, the information from the errata sheet is incorporated and the base identify all unique PoD for the system and supporting utilities. Supporting utilities need to have their PoD's clearly defined (via description and/or illustration) for all systems that will be transferred.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 11-Jan-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-9768

LLRC Comments: 30 Mar 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00012

Title: Including UP with MILCON Projects

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: Schriever

Category: Contracting

Lesson Status: Approved

Sub-Category: PH3-Evaluation

Issue/Concern:

It was decided to include the privatization of the wastewater system at Schriever AFB as a contract line item (CLIN) option in a MILCON project to construct a new wastewater line to an off-base treatment plant. Bids received far exceeded the Government cost and was determined to be uneconomical by the Command. The project was awarded but the UP option was not exercised. Considerable problems were encountered when combining a services contract and a construction contract in terms of specifications, payments, and other issues.

Recommendation:

Do not include UP efforts as part of MILCON projects.

Systems Involved: ☐ Electric ☐ Natural Gas ☐ Water ☒ Wastewater ☐ Other

Originator: J. Dupin

Date Observed: 25-Sep-00

Organization: 50 CONS/LGCA

DSN Phone: 560-4246

AFCESA POC: Wahl

Commercial Phone: 719-567-3456

LLRC Comments: 30 Mar 01 - Mr. Baker will validate this lesson with USAF/ILEXO.

30 May 01 - LLRC approved with ILEX concurrence.

AF UP Lessons Learned - # AFCESA00013

Title: AFCESA PMs as Technical Evaluators

Designator: Pathfinder

Impact: AFCESA Only

Submitted By: AFCESA

Base: Selfridge

Category: Contracting

Lesson Status: Disapproved

Sub-Category: PH3-Evaluation

Issue/Concern:

Assigning the AFCESA UP Project Manager as an evaluator on the technical evaluation team can result in the PM not being able to perform some of his/her duties. For example, I am restricted from reviewing and coordinating the economic analysis process because as an evaluator on the technical evaluation team, I am restricted, by the Contracting Officer, from having access to cost/price and economic data. I have been impeded many times from fully performing PM functions because of this restriction and, on a few occasions, had to ignore this restriction in order to advise and direct the A-E during the economic analysis process.

Recommendation:

Appoint AFCESA UP PMs as advisors to the technical evaluation teams. This way, they can still be proactive in guiding the team (which is very important) and also work closely with the A-E in the economic analysis process.

Systems Involved: ☒ Electric ☐ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: B. Lally

Date Observed: 13-Mar-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6135

AFCESA POC: Lally

Commercial Phone: 850-283-6135

LLRC Comments: 30 Mar 01 - LLRC decided to table this lesson until next meeting.

30 May 01 - LLRC decided to diapprove this lesson.

AF UP Lessons Learned - # AFCESA00014

Title: Minimizing Pictures/Graphics in Proposals

Designator: Non-Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: All

Category: Technical

Lesson Status: Approved

Sub-Category: PH3-RFP Issue

Issue/Concern:

Several of the electronic proposals received to date contained many pictures, making the proposals too large to open or download. One of these proposals locked up the computer when you tried to read it and couldn't be downloaded, because it was so large that it would time out before the downloading completed.

Recommendation:

In future RFPs, include in L.4, PROPOSAL PREPARATION INSTRUCTIONS-GENERAL, an instruction limiting pictures in the electronic proposal to the cover page only and limiting graphics to only those conveying data integral to the proposal.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☒ Other

Originator: R. Wolf

Date Observed: 20-Mar-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6187

AFCESA POC: Wolf

Commercial Phone: 850-283-6187

LLRC Comments: 30 Mar 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00015

Title: Loading Schedule B-2 into SPS

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: Patrick

Category: Contracting

Lesson Status: Approved

Sub-Category: PH3-RFP Issue

Issue/Concern:

The current Schedule B-2 in the RFP template cannot be loaded into Standard Procurement System (SPS) due to its configuration. The Sole Source Template developed for Patrick AFB includes a Schedule B-2 developed by SAF/AQCO that will interface properly with SPS.

Recommendation:

Incorporate Schedule B-2 of the Sole Source RFP Template into all future RFPs.

Systems Involved: ☒ Electric ☐ Natural Gas ☐ Water ☐ Wastewater ☐ Other

Originator: J. Andersen

Date Observed: 23-Mar-01

Organization: SAF/AQCO

DSN Phone: 425-7025

AFCESA POC: Patterson

Commercial Phone: 703-588-7025

LLRC Comments: 30 Mar 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00016

Title: Requirement to Submit UP Funding for Award

Designator: Pathfinder

Impact: AF-P&G

Submitted By: AFCESA

Base: Bolling

Category: Finance

Lesson Status: Approved

Sub-Category: Other

Issue/Concern:

AF Privateers have been relying on AF/ILE to submit funding requirements for initial privatization awards. ILEIO has recently said that the Bases/MAJCOMs are required to submit their funding requirements up through FM channels as part of their FIN Plan inputs. Same goes for unfunded UP requirements. This maybe understood in the FM community but not the CE community. The Jan 2001 P&G Update identifies the MAJCOM of having the responsibility of "Identifying, programming, and budgeting utilities privatization support." The same document identifies ILE of having the responsibility of "Programming and budgeting for privatization resources." After talking with MAJCOM POCs, they are under the impression that the base FIN Plan and UP funding requirements are two different processes up to and including contract award. Normal FIN Plan process kicks in down the road after it's figured into the FYDP. Additionally, ILEIO briefing at the Phase III Workshop (8 Nov 00) stated that the UP funding requirements "for the Pathfinders" were taken through the AF Board Structure (BES-Results) through FY07.

Recommendation:

P&G Clarification is required in order to ensure MAJCOMs understand that funding requests for UP awards need to go through the normal budgeting process, including unfunded requirements (i.e., POM Disconnects).

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☒ Other

Originator: F. Nehrings

Date Observed: 12-Mar-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6525

AFCESA POC: Nehrings

Commercial Phone: 850-283-6525

LLRC Comments: 30 Mar 01 - LLRC agreed to table this lesson until next meeting.

30 May 01 - LLRC approved lesson

AF UP Lessons Learned - # AFCESA00017

Title: GCE Development

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: TRD

Category: Technical

Lesson Status: Approved

Sub-Category: PH3-GCE

Issue/Concern:

The Government Cost Estimate (GCE) is developed mainly with the base CE and FM personnel and given to the CO before bids are submitted. In most cases, the CO is not educated on what went into the GCE and cannot field general questions from offerors, especially in the cases where the CO is not connected with the base or in the case where DESC is the Contracting agent for the Air Force.

Recommendation:

In developing the GCE, ensure the Contracting Officer is educated on the process and final numbers in addition to the base CE and FM folks. Include the CO in any meetings with the A-E and base associated with the GCE.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 08-Jun-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-9768

LLRC Comments: 24 Aug 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00018

Title: RFP Exceptions

Designator: Pathfinder

Impact: AF-RFP Template

Submitted By: AFCESA

Base: TRD

Category: Technical

Lesson Status: Approved

Sub-Category: PH2-DCAR

Issue/Concern:

The exceptions to terms and conditions in the RFP are identified to be submitted by the offeror in Volume III and may be overlooked during the review process.

Recommendation:

Since the Tech and Price team's focus is on Volumes I and IV, the exceptions may be overlooked. Suggest the RFP template be modified for the offeror to submit any exceptions to terms and conditions in the respective Volume that the exception occurs as well as Volume III so it is highlighted.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 08-Jun-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-9768

LLRC Comments: 24 Aug 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00019

Title: Price Proposal Clarification

Designator: Pathfinder

Impact: AF-RFP Template

Submitted By: AFCESA

Base: TRD

Category: Technical

Lesson Status: Approved

Sub-Category: PH2-DCAR

Issue/Concern:

Offerors prices are being submitted in various years and needs to be clarified so it can be compared with the GCE.

Recommendation:

Clarify the language in paragraph B 5.2.2 (second paragraph) to let the offeror know what the anticipated year of privatization will be for that specific project so they can prepare their prices volume accordingly.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: L. Richardson

Date Observed: 08-Jun-01

Organization: HQ AFCESA/CEOC

DSN Phone: 523-6372

AFCESA POC: Richardson

Commercial Phone: 281-538-9768

LLRC Comments: 24 Aug 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00020

Title: Initial Capital Upgrade Estimate Conflict

Designator: Pathfinder

Impact: AF-RFP Template

Submitted By: AFCESA

Base: All

Category: Finance

Lesson Status: Approved

Sub-Category: PH3-RFP Issue

Issue/Concern:

RFP Section C.11.2 states "... The remaining four (4) years covered by the Plan shall include upgrade lists with upgrade descriptions, prices, order-of-magnitude estimates, and proposed site plans."

RFP Section H.10.1 states "The price for each initial capital upgrade is fixed and is not subject to renegotiation under Clause I.7.1. The price for each upgrade will be amortized at the term and interest rate proposed by the offeror in Schedule L-3 of the Price Proposal. "

These two statements are in conflict. You can not ask for order-of-magnitude estimates that are fixed price.

Recommendation:

RFP Template team should review this issue and determine if there is a way to clarify the intent of these two statements.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☒ Other

Originator: T. Burns

Date Observed: 08-Jun-01

Organization: HQ AFCESA/CESC

DSN Phone: 523-6263

AFCESA POC: N/A

Commercial Phone: 850-283-6263

LLRC Comments: 24 Aug 01 - Approved by LLRC.

AF UP Lessons Learned - # AFCESA00021

Title: Requirement to not pay until improvement is "put into useful service"

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: All

Category: Finance

Lesson Status: Under Review

Sub-Category: PH3-RFP Issue

Issue/Concern:

The Air Force makes progress payments on most, if not all, contracts. We certainly make progress payments on all MILCON construction projects. Paragraphs H.10.1 and H.10.2 unnecessarily require the contractor wait until projects are completed before getting paid. This adds unnecessary interest expenses to the project that the AF has to pay for.

On the other hand, we are allowing the contractor to get paid ahead of timer for R&R work.

Recommendation:

Eliminate the requirement that capital upgrade projects have to be complete before we pay for them.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☒ Other

Originator: T. Burns

Date Observed: 08-Jun-01

Organization: HQ AFCESA/CESC

DSN Phone: 523-6263

AFCESA POC: N/A

Commercial Phone: 850-283-6263

LLRC Comments: 24 Aug 01 - LLRC decided to send this lesson to AQCK for GCN review and approval

AF UP Lessons Learned - # AFCESA00022

Title: Alternate Proposals

Designator: Pathfinder

Impact: AF-RFP Template

Submitted By: AFCESA

Base: All

Category: Finance

Lesson Status: Approved

Sub-Category: PH3-RFP Issue

Issue/Concern:

Bidders are allowed to submit alternate proposals that change any requirement of the RFP. This makes it impossible to do a cost evaluation.

Recommendation:

Technical team needs to re-evaluate the acceptance of alternate proposals. Possibility exists that 2 bid schedules could be included in the RFP (e.g. - one for regulated bidders and one for tariff bidders).

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: T. Burns

Date Observed: 08-Jun-01

Organization: HQ AFCESA/CESC

DSN Phone: 523-6263

AFCESA POC: N/A

Commercial Phone: 850-283-6263

LLRC Comments: 24 Aug 01 - Approved by the LLRC.

AF UP Lessons Learned - # AFCESA00023

Title: Handling initial Capital Upgrades in the GCE

Designator: Pathfinder

Impact: AF-RFP Template

Submitted By: AFCESA

Base: All

Category: Finance

Lesson Status: Approved

Sub-Category: PH3-RFP Issue

Issue/Concern:

Offerors are proposing different initial capital upgrades. However, the GCE will only show one set of initial capital upgrades.

Recommendation:

The Technical Review team needs to validate all initial capital upgrades. All validated initial upgrades are then added to section J of the RFP and provided to each offeror for inclusion in their estimate. All validated initial capital upgrades are added to the GCE. Any unvalidated upgrades proposed are just included on the privatized side for that offeror. Based on the projects proposed from the offerors, the team should refer to the table posted on the AFCESA website for "Project Types Likely to be Found in Schedule L-3."

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☒ Other

Originator: T. Burns

Date Observed: 15-Jun-01

Organization: HQ AFCESA/CESC

DSN Phone: 523-6263

AFCESA POC: N/A

Commercial Phone: 850-283-6263

LLRC Comments: 24 Aug 01 - LLRC decided to review minutes from last visit from ILEXO and determine the five categories of upgrades and include them as part of this lesson. Lesson to be reviewed at next meeting.

AF UP Lessons Learned - # AFCESA00024

Title: Reimbursement for utilities

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: All

Category: Finance

Lesson Status: Disapproved

Sub-Category: PH3-Evaluation

Issue/Concern:

Paragraph 8 of the ROW requires the new owner to pay for any utilities they use. I do not believe any bidder has included this in their proposal. Additionally, there is nothing in the RFP or ROW that tells them what is the current rates for each utility and estimated consumption.

Recommendation:

The RFP should identify current non-government utility rates for utilities and estimated consumption for the bidders to use in preparing their proposals.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☒ Other

Originator: T. Burns

Date Observed: 25-Jun-01

Organization: HQ AFCESA/CESC

DSN Phone: 523-6263

AFCESA POC: N/A

Commercial Phone: 850-283-6263

LLRC Comments: 24 Aug 01 - LLRC decided to disapprove this lesson because there is no requirement for a breakout of these line items.

AF UP Lessons Learned - # AFCESA00025

Title: Digging Permits

Designator: Pathfinder

Impact: AF Wide

Submitted By: AFCESA

Base: All

Category: Finance

Lesson Status: Disapproved

Sub-Category: PH3-Evaluation

Issue/Concern:

Nothing is mentioned in the RFP or ROW about the requirement for the new owner to mark or provide maps of their utility lines for digging permits.

Recommendation:

Include a requirement for the new owner to identify their utility lines for digging permits.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☒ Other

Originator: T. Burns

Date Observed: 25-Jun-01

Organization: HQ AFCESA/CESC

DSN Phone: 523-6263

AFCESA POC: N/A

Commercial Phone: 850-283-6263

LLRC Comments: 24 Aug 01 - LLRC decided to disapprove this lesson because both these issues are covered in the ROW under sections 11.4 and items Attachment 1e.

AF UP Lessons Learned - # ANG00001

Title: Data Collection and Documentation

Designator: DESC Streamlined

Impact: AF Wide

Submitted By: ANG

Base: All ANG

Category: General

Lesson Status: Approved

Sub-Category: PH3-Site Visit

Issue/Concern:

The accuracy of the base's Autocad drawings and/or Real Property report 7115 cannot be relied upon during inventories.

Recommendation:

Need to use a combination of Autocad drawings, Real Property Report 7115, word of mouth, and hands-on inventory to determine the most accurate picture of the bases utility systems. Once your inventory is complete, send it to the BCE for verification. Once verified, review the BCEs Real Property Report 7115 and send him the recommended changes.

Reference: See Lesson #AFCESA00005 for additional information and cross-referencing.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC approved lesson and stressed that this process will be important for non-pathfinders to follow and provide necessary feedback to the BCE.

10 Jul 01 - Re-written by ANG to include #ANG00010 and cross-referenced with #AFCESA00005.

AF UP Lessons Learned - # ANG00002

Title: Helping Bases Become More "Pro" Privatization

Designator: DESC Streamlined

Impact: AF Wide

Submitted By: ANG

Base: All ANG

Category: General

Lesson Status: Approved

Sub-Category: Other

Issue/Concern:

Funding of utilities privatization and the responsiveness of selected contractors are two major BCE concerns.

Recommendation:

Advise BCEs up front that costs associated with the privatization study including the TDYs, the training, and the contract itself (once its awarded) will be born by the MAJCOM. Additionally, since there are many bases where systems are already privatized (an many happy BCEs), provide BCEs of non-privatized bases with the appropriate names and phone numbers so they can talk to other BCEs and find out how well privatization actually works.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC decided this lesson needed to be re-written by providing examples of privatized bases and include more information.
11 Jul 01 - Rewritten by ANG to include #ANG00011 and approved.

AF UP Lessons Learned - # ANG00003

Title: Site Utility Maps

Designator: DESC Streamlined

Impact: MAJCOM Only

Submitted By: ANG

Base: All

Category: General

Lesson Status: Approved

Sub-Category: PH3-Site Visit

Issue/Concern:

Focusing the BCE's attention on the privatization process and what's being privatized at his base.

Recommendation:

Our inventory teams produce single line drawings of each utility system and color-code them to show what's owned by the base and what's owned by the utility company. These drawings are then signed by the BCE and mailed to the ANGRC. By doing this, we ensure the BCE is aware what's being privatized, call the BCE's attention to the privatization process, demonstrate for the BCE the accuracy/inaccuracy of his records, and increase the helpfulness (support) of his people.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC approved lesson and considering implementing AF wide

AF UP Lessons Learned - # ANG00004

Title: RFP Complexity

Designator: DESC Streamlined

Impact: MAJCOM Only

Submitted By: ANG

Base: All ANG

Category: Contracting

Lesson Status: Approved

Sub-Category: PH3-RFP Issue

Issue/Concern:

Current RFPs are far too complicated for our "small" ANG utility systems. Offerors are unlikely to submit bid packages that cost them 100 - 200 K to produce when the utility system they're interested in is so small it won't produce much revenue for them.

Recommendation:

Although stressing the use of "alternate proposals" makes the evaluation phases of the contracting process much more difficult, it's one way of enticing prospective bidders.

Reference: See Lesson #AFCESA00007 and #ANG00008 for additional information and cross-referencing.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC decided to table this lesson until OSD direction is received that permits further simplification of the RFP.
24 Aug 01 - LLRC decided to approve this lesson and cross-reference it with #AFCESA00007 even though its overcome by events for the ANG program.

AF UP Lessons Learned - # ANG00005

Title: Government Cost Model

Designator: DESC Streamlined

Impact: MAJCOM Only

Submitted By: ANG

Base: All ANG

Category: Finance

Lesson Status: Approved

Sub-Category: PH3-GCE

Issue/Concern:

Unless we home in on an "approved" cost model, we'll soon be experiencing ANG program delays.

Recommendation:

The solution is not to stop making "necessary" changes to the cost model but to bless each individual change as it occurs so we always have an "approved" and "current" cost model. Then, once we reach the "proposal due date," we can use the most current (approved) cost model and proceed without skipping a beat.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC decided to table this lesson to USAF/ILEX for further action.
24 Aug 01 - LLRC decided to approve this lesson due to the fact that the latest version of the cost model has been approved by SAF/AQC.

AF UP Lessons Learned - # ANG00006

Title: Pricing Database

Designator: DESC Streamlined

Impact: MAJCOM Only

Submitted By: ANG

Base: All ANG

Category: General

Lesson Status: Disapproved

Sub-Category: PH3-Site Visit

Issue/Concern:

Accurate inventories and GCEs.

Recommendation:

Inventory teams collect their data based on the descriptions required by the pricing database. Each time the pricing database changes, we must immediately advise the inventory teams so they're aware of the "new" information (age, size, voltage, etc, etc) they need to collect.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC disapproved lesson.

AF UP Lessons Learned - # ANG00007

Title: ANG Lease Considerations

Designator: DESC Streamlined

Impact: MAJCOM Only

Submitted By: ANG

Base: All ANG

Category: Real Estate

Lesson Status: Approved

Sub-Category: Other

Issue/Concern:

Many ANG installations are located on leased property and each lease is unique. Some leases say the facilities, systems, and improvements are not Air Force owned property. Some leases include clauses covering utility system ownership and/or operations and maintenance. Some leases even specifically preclude ownership transfers or establish exclusive rights or rights of approval.

Recommendation:

The lesson learned here is that each ANG installation is unique and each lease must be individually and thoroughly analyzed for privatization potential.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC decided to table this lesson until next meeting.
24 Aug 01 - LLRC decided to approve this lesson as submitted.

AF UP Lessons Learned - # ANG00008

Title: Direct Negotiation with Current Owners/Providers

Designator: DESC Streamlined

Impact: MAJCOM Only

Submitted By: ANG

Base: All ANG

Category: Contracting

Lesson Status: Approved

Sub-Category: PH3-Negotiation

Issue/Concern:

The ultimate success or failure of our privatization efforts is tied directly to the complexity of the process. The greater the complexity, the higher the failure rate. The competitive procurement process (which is directed by law) carries with it many highly complex contracting procedures. These complex procedures may, in many ANG cases, preclude privatization.

Recommendation:

Direct solicitation of current providers and/or land owners may result in more successful privatization efforts. Many times current providers and/or land owners choose not to compete because of complex contracting procedures which cost considerable time and money. If direct negotiation were possible, more privatization may result.

Reference: See Lesson #ANG00004 for additional information and cross-referencing.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC decided lesson recommendation needed to be re-written.
24 Aug 01 - LLRC decided to approve lesson based on re-write and cross-reference it with #ANG00004.

AF UP Lessons Learned - # ANG00009

Title: Base Assistance

Designator: DESC Streamlined

Impact: MAJCOM Only

Submitted By: ANG

Base: All ANG

Category: General

Lesson Status: Approved

Sub-Category: Other

Issue/Concern:

Because there is limited unit manning at ANG installations, bases simply don't have the time to stay on top of what's happening with their Utilities Privatization effort.

Recommendation:

Frequent e-mails and/or phone calls keep them abreast of every step of their base's privatization process. On a periodic basis, let them know what's happened and what's to come.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC decided to approve lesson after re-write
2 Jul 01 - Approved by the LLRC.

AF UP Lessons Learned - # ANG00010

Title: Data Collection During Inventories

Designator: DESC Streamlined

Impact: AF Wide

Submitted By: ANG

Base: All ANG

Category: Real Estate

Lesson Status: Disapproved

Sub-Category: PH3-Site Visit

Issue/Concern:

Much of the inventory data collected was obtained from records such as the Real Property Report 7115, old construction plans, DUERS, lease documents, base master plans, and Autocad drawings. Another valuable source of data was the collective memories of the technicians, facility managers, real property officers and BCEs. Continuity is an advantage ANG bases sometimes have over active duty bases. In some cases, people have spent their entire military careers at the same base and have a "personal memory" of dates, types of material, etc, etc.

Recommendation:

The inventory team was successful by not simply relying on documented data, but by combining documented data with the information gained through contacts with knowledgeable base personnel.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☐ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCEA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC decided to combine this lesson with #ANG00001.

AF UP Lessons Learned - # ANG00011

Title: Funding of Privatized Systems

Designator: DESC Streamlined

Impact: MAJCOM Only

Submitted By: ANG

Base: All

Category: Finance

Lesson Status: Disapproved

Sub-Category: Other

Issue/Concern:

One of the major concerns at ANG bases is who's paying for the study, the TDYs, and the contract once it's let. These funding concerns often resulted in mistrust and skepticism about privatization efforts.

Recommendation:

Recommend advising bases up front that the studies and TDYs are centrally funded and that the State will not be picking up an increased tab once the contract is let.

Systems Involved: ☒ Electric ☒ Natural Gas ☒ Water ☒ Wastewater ☒ Other

Originator: R. Pearson

Date Observed: 10-May-01

Organization: ANGRC

DSN Phone: 278-8044

AFCESA POC: Smeltzer

Commercial Phone: 301-836-8044

LLRC Comments: 30 May 01 - LLRC decided to combine this lesson with #ANG00002.